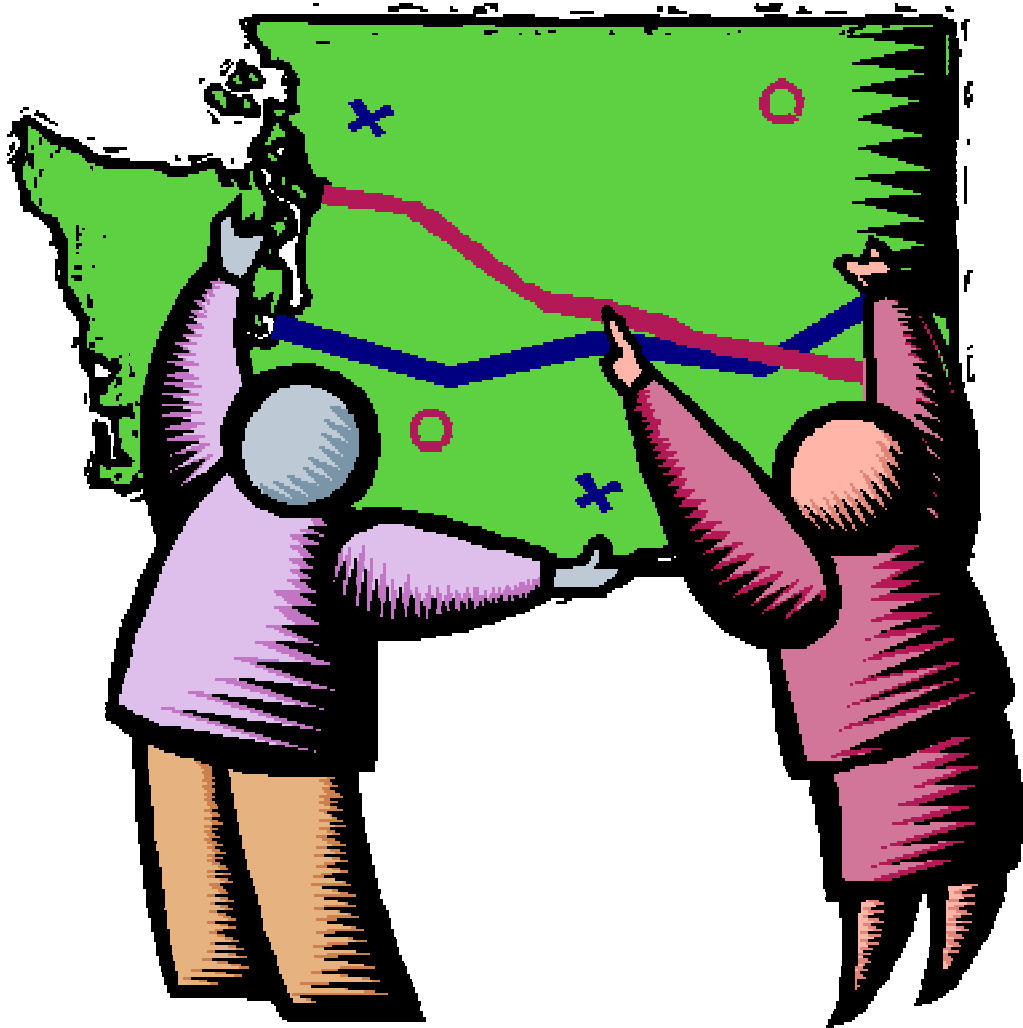


A STATEWIDE STRATEGIC PLAN FOR ECONOMIC VITALITY



STATE OF WASHINGTON
2001

ACKNOWLEDGEMENTS

The Office of Trade and Economic Development would like to thank the many state agency representatives and stakeholders and partners around the state who participated in developing this document, reviewing numerous drafts, and providing comments and suggestions throughout the process.

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INTRODUCTION



In October, 1999, Governor Gary Locke directed the Office of Trade and Economic Development to develop a strategic plan on economic vitality for the state of Washington. This document represents the culmination of more than a year of effort to complete that task. The strategic plan was shaped with input from the state agencies that comprise the Joint Economic Vitality Cabinet, created by the Governor in 1999 to coordinate the state's economic development strategies and activities, as well as from stakeholders and partners from around the state. The plan is intended to provide a broad framework from which Washington's public sector can contribute to the state's economic vitality in the coming years. The goals and strategies set forth in this document were developed with one comprehensive end result in mind: to attract, expand, retain, and support sustainable and environmentally responsible economic activity that makes Washington a better place to live, work, and raise a family.

The Process

The strategic plan that follows was developed in two phases. The project began with the development of a vision and strategic framework to serve as a guide for the formulation of a more detailed action plan. The framework drew upon existing economic development studies and consultation with many stakeholders across the state.

Once the strategic framework was complete, the second phase in building the strategic plan began. Phase two of the project involved the development of an action plan. Key priorities from each of the strategic plans of the agencies comprising the Joint Economic Vitality Cabinet were extracted to produce specific goals and strategies aimed at implementing the concepts in the strategic framework. Numerous iterations of these priorities were reviewed by those agencies.

In addition, stakeholders from around the state, including business leaders, community members, elected officials, and other economic development professionals, contributed critical input in refining the action plan criteria and finalizing the strategic plan. Roundtable discussions with those stakeholders were held in Vancouver, Spokane, Yakima, and Seattle to gain feedback from draft versions of the strategic plan.

Overview of the Strategic Plan

The Statewide Strategic Plan on Economic Vitality is both a strategic framework as well as a guide to implement that framework. The strategic plan is intended to align with the strategic plans of Joint Economic Vitality Cabinet agencies on those issues relevant to the sustained economic vitality of Washington. The strategic plan is also intended to complement other efforts within Washington's public sector that address issues vital to Washington's sustained economic well-being. For example, although this plan does address the economic vitality aspects within the areas of research and development, a separate and more comprehensive effort to develop a detailed technology strategy for Washington is currently underway in the Governor's office. That strategy, once complete, will include components closely related to this strategic plan.

The strategic plan is organized as follows: following a discussion of the plan's vision are brief descriptions of the strategic framework and the concept of economic vitality. The next section identifies key guiding principles for the strategic plan. The strategic plan itself is divided into the major areas where public investment plays a lead role in achieving economic vitality and the major areas where public investment plays a supporting role.

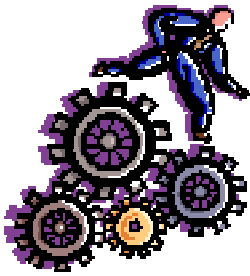
Each specific area of public investment contains detailed goals and strategies for implementing relevant economic vitality concepts. The goals identified in the strategic plan were created from measurable criteria. Appendix A identifies the specific performance measures that will be used to gauge the performance of each goal.

One or more strategy is associated with each goal. Below each of the strategies, the "lead agencies" involved in the strategy's implementation are listed. Each list of "lead agencies" represents both the agencies and organizations within Washington's public sector responsible for taking a leadership role in that strategy's execution. In the text of the document, these agencies and organizations are abbreviated for conciseness and ease of reading. The full names of the agencies and organizations and the corresponding list of acronyms utilized in the text are provided in Appendix A.

The agencies and organizations identified are by no means intended to serve as a comprehensive list of those entities involved in carrying out the strategies. Clearly, the implementation of many if not all of the strategies will involve federal agencies, private industries, local entities, and various other partners and stakeholders not specifically listed as lead agencies. Nor is the legislature specifically identified in any of the strategies. Washington's legislature is assumed to play a key role in the implementation of each component of the strategic plan.

The strategic plan concludes with a discussion of measurement and implementation, and identifies important next steps to achieving the plan's success.

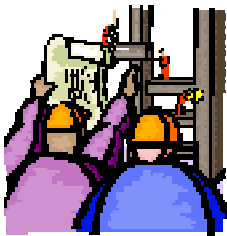
THE VISION: A STATE OF OPPORTUNITY



The residents, state government and business community of Washington State embrace a vision of economic vitality that:

- Offers opportunities to challenge the skills and fulfill the ambitions of our people.
- Rewards their efforts with family wage jobs and economic well-being
- Provides education and training that enable our people to participate in the new economy, and provides access to the information they need to keep pace with global change.
- Shares prosperity within the state so no one is forced to leave his or her chosen community for reasons of economic necessity.
- Provides the resources required for public investments that are vital to future prosperity.
- Protects our quality of life to ensure that economic growth is consistent with sustainable communities and conservation of the natural environment.

WHY A STRATEGIC FRAMEWORK



The dynamism of our state's leading-edge companies is remarkable. The roster of Washington's best-known firms virtually defines state-of-the-art leadership in their industries. Washington business is competitive globally as well as nationally. We are the nation's most trade-oriented state, with an estimated 25 percent of jobs generated by exports and another 7 percent generated by imports. Almost one-third of all jobs are related to trade, a total unmatched by any other state.

Washington's economy is one of the best in the nation in both business vitality and development capacity, according to the *2000 Report Card for the States* prepared by the Corporation for Enterprise Development, a national research group. Based on three main economic indices assessed, Washington ranks among the top five states overall.

In light of this record, why do we need a strategic framework for economic vitality? Because we cannot assume the future success of the business enterprises that generate jobs for Washingtonians. Several leading firms are here purely by chance. Their continued presence, in particular their commitment to concentrate growth here, cannot be taken for granted. Nor is there an assurance

they will be able to maintain an edge in their industries. These companies must compete with others throughout the nation and world, just as Washington must compete with other states and countries as a site for doing business.

Signs of economic stress are currently evident. In the national comparison noted above, Washington ranks 47th in the gap between the economic well-being of urban and rural areas. Moreover, the signs of stress go beyond the urban-rural disparity. A nationwide study conducted in 1999 by the Milken Institute and *Forbes* magazine placed our state's two largest cities first and next-to-last among major U.S. urban areas in the quality and pace of economic growth.

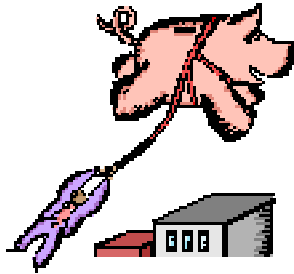
Not all Washington residents have shared in the impressive performance of some firms, sectors and regions. For many in remote and rural areas, the scene is marked by economic stagnation due to continued declines in agriculture, fishing and forest products. For others, in medium-size cities distant from metro areas, opportunities are limited by minimal rates of growth and change. Even in fast-growing regions, residents who work in less-favored sectors or live in inner cities often find that their cost of living has increased as a result of economic expansion, but their incomes have not.

There is also a public investment dimension. A key driver of growth in the U.S. over the last decade has been the New Economy based on information technology, a sector where Washington has played a lead role. Sustaining momentum in the New Economy requires strategic investments from government to assure excellence in areas such as education and training, transportation and telecommunications infrastructure.

Perhaps the single greatest challenge facing Washington's economic future is a series of growing disconnects: the gap between private prosperity and the public resources available for investments to support future prosperity; the gap between New Economy "hot spots" and economic development deserts; the gap between surging demand for skilled workers and a shortage of living wage jobs. Against a bright background of achievement, these gaps threaten to create a two-tier society that leaves many behind and mortgages its own future through lack of timely investment.

If we care about the economic future of all our people, we can no longer simply count on the success of a few star performers. They have delivered impressive results but the beneficial impacts must be broadened if we truly want our state to be "One Washington" that is inclusive in offering opportunities. We must act in terms of a deliberate strategy directed toward that goal.

WHY A STRATEGY FOR ECONOMIC VITALITY



Why is economic vitality, rather than economic development or global competitiveness, the term that best captures the goals of a strategic framework? The answer is...economic vitality is a dynamic, visionary goal—one that recognizes the physical, financial, human, and community resources necessary for its attainment.

Economic vitality begins with leadership vision and collaboration. In the past, the parallel development of projects and societal sectors has been adequate. We now face an age of *interdependence and collaboration*. State resources must be tied together in a strong fabric of strategic, cross-sector developments. Economic vitality must include economic development's focus on major projects and capital investment, as well as the support of entrepreneurs in stimulating the economy, the role of small businesses, and the need for new products and value-added features of traditional products.

Economic vitality must also include human capital investments and collaborations. The emphasis on college-bound students and great universities is laudable and must be continued, but it must also be expanded. We must place major focus on quality preschools and early childhood education, the need for higher levels of thinking and application skills for all students, expanded workplace skills for the non-college bound, and continuing education for adult workers.

Attitudes that support economic vitality must also be in place. An in-depth sense of common good, community, and accompanying wise investments of effort and resources are essential. The divisions of socioeconomic status, racial-ethnic affiliation, regional interests, and lack of partnerships and support groups must also be addressed.

Strategies that must be inherent within economic vitality must be balanced between global competitiveness and domestic U.S. competitiveness and promotion. Two-thirds of Washington State's jobs are not related to global imports or exports. Many of Washington's products, services, and resources are not well known throughout the United States. Thus, a comprehensive strategy for our varied state economy must incorporate a proactive domestic and national focus as well as an international focus.

GUIDING PRINCIPLES



A statewide effort on behalf of economic vitality for Washington should be guided by the following principles:

- A strategic framework should maintain a strong focus. Limited resources make it essential to prioritize and to target efforts. The state's resources must be allocated strategically to have meaningful impact.
 - Results will occur where resources are wisely invested – resources of time, energy, knowledge, vision, coalition-building and, yes, money that puts human and physical capital in place to get the job done.
-
- A strategic framework should use public-private partnerships to enhance capacity. At the same time, the state should not apply scarce resources to areas that are being effectively addressed by the private sector.
 - The timeframe for implementing a strategic plan should distribute the tasks realistically over a period of years. Some tasks should be done before others. Some tasks will create early “wins” that generate a sense of momentum. And attempting all tasks at once is sure to cause a lack of focused effort.
 - Retention of in-state, home-grown business is even more important than attracting out-of-state companies. Statewide economic vitality should encourage our own firms to innovate, thrive and grow. If Washington is a good place for businesses to stay, it will be a good place for businesses to come.
 - Independent entrepreneurs play an increasingly important role as a catalyst for economic vitality. In places that cannot expect to attract major business but have a high quality of life, talented business people are an especially crucial asset.
 - Quality of life has become an area of competitive advantage. Washington's knowledge-based economy requires highly skilled workers who can live anywhere they choose. Our state's ability to “attract and retain” focuses on key individuals as well as companies, and this makes quality of life a crucial economic factor.
 - Economic and environmental objectives are interdependent. A healthy economy throughout the state provides the financial resources needed for investments in the environment. Conversely, a damaged environment is a major liability in seeking and sustaining economic investment.
 - Booming sectors often face challenges (shortages of trained workforce and developable land) as severe as struggling ones (access to capital and markets). State efforts should seek to remove roadblocks in each case, since both types of constraint dampen economic vitality.

- Definitions of distressed areas and sectors should be sophisticated, not simplistic. Disparity within the state is often described in urban-rural or east-west terms. This definition should be refined to recognize that wide variations in economic well-being exist within each urban area and rural region.
- Finally, we should not foreclose new opportunities, innovations, and creativity. We cannot predict the future, and we should not lock ourselves out of the next wave by championing only what we know or have.

THE ROLE OF GOVERNMENT



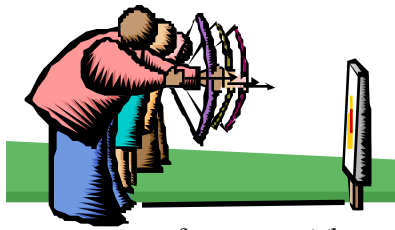
The contribution of federal, state, local and tribal governments to economic competitiveness falls in two distinctly different categories. In the first, the impact of government investments and policies is crucial to economic performance. In the second, government plays a supporting role to enhance the efforts of the private sector.

There is a tendency to focus only on government assistance to business and to call this “economic development.” Such an approach can overstate government’s role by inviting exaggerated claims that help from the public sector impacts private sector performance.

Yet, it also understates government’s role by ignoring education, infrastructure, public health and safety, environmental protection and other fields where excellent public sector performance is essential to economic vitality, even when these activities may not seem to be “economic development.”

A comprehensive strategy framework for statewide economic vitality in Washington includes areas where government plays the key role, and areas where it plays a supporting role to the private sector.

AREAS WHERE GOVERNMENT PLAYS THE KEY ROLE



As competition has become more intense among states and nations, the quality of government has become more crucial. The same level of effort that in the past might have been called “basic service” has now become the *minimum critical role* of government. In return for tax dollars, the public sector is expected to deliver an effective level of service that meets social needs and facilitates economic performance. This role involves several major areas of public investment:

Education and Training

Today’s economy is knowledge-based. Centers of innovation capture the greatest economic benefit, and human capital is the key to wealth creation. In yesterday’s economy, high and rising wages went to many workers with basic skills. In today’s economy, high and rising wages require high skills.

The role of high levels of education and lifelong learning has never been more crucial—for our economic, social, and intellectual well-being and quality of life. Education, beginning with K-12, must be expanded to strengthen family life and parenting education, strong early childhood education programs, strengthened basic knowledge, thinking, and workplace learning skills, and continuing adult education.

For all learners - young, mid-career, and older - new technologies and new learning delivery systems offer greater access to current subject matter in locations statewide via the Internet and distance learning as well as in the classroom. Bringing this new capacity on line is an important aspect of making public education available to all, especially in rural and isolated areas.

Within public education, a crucial focus is on two-year programs that train for jobs based on skill sets in demand by industry. Annually, the state system graduates between one-half and two-thirds of the trained persons sought by Washington firms.

We must also sustain the prominence of our four-year universities to attract the brightest of our students. At the baccalaureate level and above, Washington lags behind demand in many technical fields and offers less access than many other states, ranking 40th for example in engineering graduates relative to population. As a result, employers must import large numbers of technically trained workers. In fields such as information technology, the shortage of workers is global, making it impossible to fill the skills gap by importing workers from elsewhere.

Goal 1: Maintain support for education reform.

Strategies:

- Integrate workplace and academic skills for all students.
Lead Agencies: OSPI, public schools
- Provide career awareness and planning activities in K-12 schools.
Lead Agencies: OSPI, public schools
- Develop education policies for Washington State that support career and workplace programs in the last two years of high school, in community colleges, and in universities.
Lead Agencies: OSPI, SBCTC, WTECB, HECB, public colleges, UW, WSU
- Develop program standards and curricula linked to industry skill standards for education at all levels.
Lead Agencies: OSPI, SBCTC, WTECB, HECB, public colleges, UW, WSU

Goal 2: Close the gap between the current and future needs of Washington employers for skilled workers and the supply of Washington residents prepared to meet that need.

Strategies:

- Increase the number of new workers prepared by the state's community and technical colleges and by apprenticeship programs.
Lead Agencies: SBCTC, WSATC, WTECB
- Develop modular curricula that are linked to industry skill standards.
Lead Agencies: SBCTC, WTECB
- Increase enrollment growth in high-demand programs, such as science and technology, at the public universities and colleges.
Lead Agency: HECB

Goal 3: Create high-quality jobs for Washington's residents that provide for wage progression and opportunities for advancement.

Strategy:

- In cooperation with industry associations, expand customized training, apprenticeship and pre-apprenticeship programs, and other work-related training programs.
Lead Agencies: WTECB, SBCTC, WSATC

(See below, Workforce Development, for related goals and strategies where the private sector plays the lead role)

Research and Development

The U.S. has been the envy of the postwar world in the ability of its universities to serve as centers of research and development. Universities and non-profit research institutions foster an environment where scientific discovery provides the basis for next-generation products in sectors from medicine to manufacturing to agriculture to aerospace.

Washington has several outstanding examples of successful research centers: the University of Washington, Washington State University, the Fred Hutchinson Cancer Research Center, and the Pacific Northwest National Laboratory.

The research university role, supported largely by the federal government, has become more crucial as companies focus on applied rather than basic research. In an innovation-driven economy, research universities must possess the ability to commercialize their research and to act as skilled partners with industry in technology transfer. This is the basis for spin-offs and industry clusters stimulated by the presence of a research university.

University research supports the front end of the process. Equally essential is industry leadership in applied research that transforms new knowledge and brings it to the marketplace as new products. Indeed, in our technology-led economy, the key determinant of whether an industry is part of the “high technology” sector is the portion of revenues its firms spend on research and development.

Goal 1: Improve Washington’s national rankings in research and development expenditures per capita.

Strategies:

- Improve the competitiveness of faculty compensation at public universities and colleges to enhance Washington’s opportunities for national research funding.
Lead Agencies: UW, WSU, public colleges, HECB
- Increase assistance to companies applying for research and development grants to improve their prospects of receiving federal grants for the development of new products and processes.
Lead Agencies: WTC, SIRT, OTED

Goal 2: Increase the use of new technologies among Washington’s companies.

Strategy:

- Work with industry associations to increase research collaboration and the use of technology transfer services.
Lead Agencies: WMS, WTC, SIRT, SBCTC, OTED

Physical Infrastructure

Transportation, utilities and telecommunications systems are basic support structures whose presence is essential to the functioning of the economy.

As in every major nation, the federal government has played the lead role in U.S. transportation infrastructure – in the 19th century by providing land that gave railroads the incentive to link the continent, and in the 20th century by constructing and maintaining a network of highways and airports through user fees.

Transportation is a growing concern of state and local governments. An efficient transportation network is imperative to the economic vitality of the state. In 1998, the Washington Legislature and Governor Locke formed the Blue Ribbon Commission on Transportation to conduct a comprehensive analysis of statewide transportation needs and priorities. Worldwide, economic vitality may seem inseparable from traffic congestion. Yet, those locations that have bested the competition as regional centers able to serve the needs of nations and continents are notable for highly functional, strategic investments in transportation.

In Washington, the nation's most trade-dependent state, a specific concern is landside access to ports. This is essential to preserve our one-day time advantage in trade with Asia and the Pacific Rim. A statewide goal is to connect air, water, rail and highway transportation in efficient systems that enhance freight and passenger mobility while protecting quality of life.

Minimizing gridlock, congestion, long commutes and loss of productive land due to dysfunctional patterns of development is another important state and local government role. Livable cities enhance not only quality of life but economic vitality.

Other investments in physical infrastructure are crucial to business expansion. In some cases, water supply, wastewater and storm water systems are more critical limits to growth than roads. Financing these public works is essential to support economic vitality in many localities.

Goal 1: Reduce the travel time through the state's most congested transportation corridors.

Strategies:

- Increase the priority of transportation projects with the greatest demonstrated efficiency in reducing congestion in the state's most congested corridors.
Lead Agencies: DOT, local governments
- Improve intermodal shipment of goods across the state.
Lead Agencies: DOT, TIB, FMSIB

- Strengthen the linkage and required degree of coordination between transportation infrastructure investment and land use plans.
Lead Agencies: DOT, DOE, PWB, OCD, OTED, local governments
- Identify and pursue stable funding streams for increased transportation infrastructure funding.
Lead Agency: DOT

Goal 2: Reduce the gap between the total documented need for domestic, or drinking water, storm water, and sanitary sewer facilities and the funding capacity available to meet those needs.

Strategy:

- Identify and pursue stable funding streams for increased infrastructure funding.
Lead Agencies: DOT, DOH, DOE, OCD, OTED

Quality of Life

The New Economy has driven growth in the U.S. for the past decade, and Washington has been a leading participant. The New Economy depends on attracting and holding key talent whose skills and knowledge enable them to live wherever they choose. Thus, protecting and enhancing quality of life is a key to the sustainability of future economic growth.

Government plays a lead role in environmental protection, land conservation, development regulation, and provision of public facilities for support of arts and culture. Balanced growth, environmental preservation and livable cities that offer affordable housing and transportation alternatives are consistent with the goal of family-wage jobs and are essential ingredients in quality of life. They are no longer attractive add-ons but have become an integral part of any strategy for economic vitality.

Goal 1: Integrate environmental sustainability principles into economic development strategies.

Strategies:

- Provide incentives for appropriate land use through infrastructure financing strategies.
Lead Agencies: DOT, DOE, PWB, OCD, OTED, local governments
- Apply state tax policy to create incentives for decreased pollution, waste generation and resource consumption.
Lead Agencies: DOR, DOE

- Identify key indicators of environmental health and monitor change in these indicators, sharing information with the public.

Lead Agency: DOE

- Encourage attraction and retention of business with low and/or sustainable environmental impacts.

Lead Agency: OTED

Goal 2: Ensure that state-funded infrastructure priorities reinforce state and local land use policies.

Strategies:

- Strengthen the linkage and required degree of coordination between the state's physical infrastructure investment and land use plans.

Lead Agencies: DOT, DOE, PWB, OCD, OTED, local governments

- Develop model ordinances for local government that establish the linkages between land use and infrastructure funding.

Lead Agencies: DOT, OCD

Public Health and Safety

Worldwide, the physical aspects of personal security, from safe water to safe streets, are generally a public sector responsibility and in most countries have replaced military defense as the most basic measure of national security. In the U.S., federal, state, local and tribal governments each bear large costs for public health and safety. In Washington, criminal justice alone consumes two-thirds or more of most county budgets.

Locations for business with high-quality public health and safety services do not have to face the hurdles and scrutiny imposed on places that lack them. In both distressed urban and rural areas of this state, health care infrastructure needs to be in place to make communities economically viable.

Goal 1: Expand access to high-quality health care to all parts of urban communities and rural areas. Remedy service shortfalls in specific situations such as migrant farm workers where available care lags seriously behind basic requirements of public health.

Strategies:

- Strengthen and extend the system of tele-medicine that serves rural and remote parts of the state providing expert medical consultation in response to complex health needs.

Lead Agency: DOH

- Support the University of Washington’s programs that encourage graduates and other physicians to make their services available throughout the state.

Lead Agency: HECB

- Increase the availability of affordable health insurance statewide.

Lead Agency: Insurance Commissioner

Goal 2: Increase the safety and security of Washington’s residents.

Strategies:

- Support full implementation of Head Start and other early childhood education programs.

Lead Agency: DSHS, OCD

- Strengthen community-networking efforts to control drugs, gangs, and other criminal activity.

Lead Agency: WSP

Business Climate

Some important measures of business climate – for example, the level of entrepreneurship – arise from within the private sector. But many crucial aspects of business climate relate to the performance and attitude of government. Key elements include regulation, taxation, and the degree of commitment to economic vitality.

Regulation should serve clear goals and be applied in a consistent and timely manner so those who are regulated do not bear the added cost and delay of a burdensome process. Variations in the efficiency and predictability of regulation have become an important element in measuring competitive advantage among states. The cost and time expended to secure required permits is a focus of particular concern.

As specific cases arise, government is constantly challenged to ensure that regulations are based on common sense, practicality and the “rule of reason”. This is the basic goal of ongoing efforts toward regulatory reform.

Taxation is a basic cost of doing business and a frequent basis of comparison among states. Taxation supports the delivery of education, infrastructure development and other government “products” that are essential to the economy. Yet, tax impacts must be felt fairly if businesses are to enjoy a net benefit from state services.

This requires a tax system that is broad-based, has moderate rates, is relatively stable, and is easily administered. The tax system should avoid reliance on provisions whose impacts compare unfavorably with the cost of doing business in alternative locations. Nor should tax laws conflict with an economic environment that enables small businesses to thrive and grow.

A further element in business climate is the attitude of government: whether economic vitality is an essential part of its vision for the state's future, the degree to which it utilizes public-private partnerships to reach shared objectives, and its willingness to measure and monitor state performance.

Goal 1: Improve state and local tax collection efficiency for government and business and streamline the regulatory environment while maintaining or improving other business climate factors.

Strategies:

- Continue to perform regular reviews of the state and local tax system and suggest tax system changes to the Legislature that may be needed to modernize the tax structure given changes in business activities.

Lead Agency: DOR

- Continue efforts aimed at regulatory review and improvement as required in Executive Order 97-02, Regulatory Improvement, coordinating those efforts with local governments.

Lead Agencies: Governor's Subcabinet on Management Improvement and Results, all regulatory agencies

Goal 2: Increase the number of on-line Government-to-Business (G2B) transactions.

Strategies:

- Through Digital Government, bring more state government services on-line.

Lead Agency: DIS

- Maintain a shared, trusted environment by providing appropriate safeguards for on-line transactions through Transact Washington and the statewide Internet security policy.

Lead Agencies: DIS, ISB

- Simplify e-business transactions with state government through the Digital Government program.

Lead Agency: DIS

Goal 3: Reduce the time and cost associated with land use and environmental permitting for companies seeking to locate or expand in Washington and for the potential host communities.

Strategies:

- Perform environmental review of sites prior to marketing them to provide more assurance that a site is permittable for a specific use.

Lead Agencies: local governments, ports, EDCs

- Target investments in planning and infrastructure towards sites appropriate for these industries.

Lead Agencies: DOT, DOE, DOH, PWB, OCD, OTED

- Coordinate efforts of appropriate jurisdictions to ensure that permits are concurrently moving forward.

Lead Agencies: OTED, DOE, OCD

Beyond the Critical Minimum

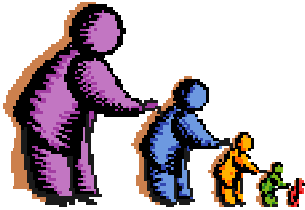
The *minimum critical role* of government described above does not define the full range of public sector efforts to enhance economic vitality. In every major area of effort, there is the opportunity and often the need for action by state government that goes beyond a reactive role, whether the issue is higher quality of services or being strategic in supporting the economy.

Examples include reducing in-state disparities in educational quality; encouraging and facilitating extension of telecommunications infrastructure; investing in transportation and utility capacity required to retain private sector facilities and to site new ones; assisting business in selecting and locating these sites; forwarding leads and contacts to business from potential out-of-state customers; and promotion of tourism in shaping quality of life awareness.

The degree to which government can become more effective depends on the soundness of its economic vitality goals, the level of cooperation between public and private sectors, the range of partnership tools available, and taxpayer willingness to fund specific public investments on behalf of economic vitality.

AREAS WHERE GOVERNMENT PLAYS THE SUPPORTING ROLE

Workforce Development



Because most workforce training is provided by the employer and occurs on the job or is worksite-based, business is becoming a driver in determining how the state delivers its workforce programs.

Government-industry partnerships are making workforce development programs more flexible in content and more accessible to employers. Workers are the third members of this partnership as they engage in “lifelong learning” for retraining and skills upgrading.

Preparing the workforce begins with our K-12 schools and continues with higher education. However, the state’s role in workforce development extends beyond these educational institutions. The state connects employers with job-seekers through the Public Labor Exchange system (staff assisted or electronic services) and by providing information on occupations, job openings and wage rates. These linkages are of great value to employers and job seekers alike.

To provide better service to its worker and employer “customers,” the state is bringing its workforce development efforts together under a new WorkSource system that provides one-stop access to services, including vocational training at community and technical colleges. Overseeing the delivery of WorkSource operators are Local Workforce Development Councils, comprised of a majority of business members.

The state also offers “second chance” programs to individuals who must overcome barriers to employment. The programs under which these services are delivered include WorkFirst (welfare-to-work), the federal Workforce Investment Act, Vocational Rehabilitation, and programs for workers dislocated by economic change.

The primary goal of workforce development is to qualify state residents for the jobs based on high skills. Yet, almost 40 percent of new job openings expected between now and 2008 require little or no training. These jobs are largely in the surging retail trade and personal services sectors.

These jobs are a source of valuable entry-level positions for many workers. Often, however, they offer relatively low levels of pay. Thus the structural challenge is clear: to encourage the growth of high-skill, high-pay jobs while continuing to support lower wage service sector jobs as an important point of access into the labor market.

One response to this challenge is the availability of a large number of entry-level jobs with wage progression. In contrast to so-called “dead-end” jobs, these provide a career future in both skill levels and compensation.

Goal 1: Increase the ability of workers to make smooth transitions to new positions within the same institution and to new jobs so that they, and their employers, may fully benefit from the changing economy.

Strategies:

- Work with industry associations to form industry skill panels to assess emerging and declining skill needs and develop training programs that meet emerging needs.

Lead Agencies: WTECB, WDCs, SBCTC

- Increase customized incumbent worker training by providing incentives to both employers and employees to increase such training.

Lead Agencies: WTECB, SBCTC

- Provide worker training programs at times and locations (including workplaces) that are accessible to working people and supported with on-site childcare and other services.

Lead Agency: SBCTC

Goal 2: Increase the number of residents aware of the full range of available job opportunities.

Strategies:

- Increase the information available electronically on jobs throughout the state and the nation.

Lead Agency: ESD

- Develop a more effective labor exchange to help low-income individuals find jobs with the greatest potential for wage progression.

Lead Agency: ESD

Goal 3: Increase the availability of one-stop service to workforce development customers.

Strategy:

- Establish WorkSource as the common entry point for states workforce development programs.

Lead Agencies: ESD, WDCs

Balanced Statewide Prosperity

Our goal is a state of inclusive economic opportunity. Yet, Washington has large gaps between economic “hot spots” and areas of low growth or decline. These are distributed in a complex mix around the state. Lagging industries and struggling communities can be found in thriving regions, and there are successful, world-class businesses located in slow-growth areas.

Almost every part of the state has its own unique characteristics. Strong interdependence exists between Spokane’s urban economy and surrounding rural areas, which seek diversification away from over-reliance on resource-based industries. Puget Sound’s urban economy seeks diversification to reduce its dependence on highly cyclical industries prone to boom-and-bust cycles. Well-established but slower-growing, mid-size communities such as Grays Harbor and Moses Lake seek to use in-place infrastructure capacity to attract new businesses. Tribal governments are developing economic vitality strategies around the strengths of their land and resource base.

Many metro areas in the state are struggling with severe shortages of trained workforce and lack of land for new business sites while other areas are in search of economic development based on “small town advantage”—lower costs for land, housing and labor, and simpler regulatory processes.

More balanced growth would ease urban development pressures in high-growth areas while bringing greater stimulus to other parts of the state. In a free economy, the private sector makes the final decisions on business location. Thus, if a less concentrated pattern of growth is desired, incentives may be needed.

However, there is often a more basic problem: the shortage of funds and skilled personnel in many small communities to meet the planning and infrastructure requirements of growth. Overcoming this gap would contribute to “community readiness” for economic development.

State government can also promote statewide vitality by linking entrepreneurs with access to capital and consulting assistance on business development. In particular, state government should recognize the special challenges facing women and minority-owned businesses, and should work to assist them in removing barriers to launching and growing their enterprises. Reinforcing this, the state can assist local and tribal governments by informing them of business opportunities.

Goal 1: Provide greater economic opportunities for rural residents and residents of distressed urban areas.

Strategies:

- Provide technical assistance and access to financing for rural, remote and disadvantaged areas so they have adequate professional capability to perform the planning required for development.

Lead Agency: OTED

- Invest in infrastructure with a high benefit-cost ratio to spur development in low-growth areas.
Lead Agencies: OTED, DOE, OCD, DOH
- Link entrepreneurs with access to capital and expert assistance in growing their business.
Lead Agency: OTED
- Improve the skills of the workforce in rural and distressed urban areas.
Lead Agencies: WTECB, WDCs, ESD
- Identify Washington businesses suffering from growth constraints due to staffing problems, land availability, or cost. Assist in matching these businesses to locations within Washington that can meet their space and workforce needs.
Lead Agency: OTED

International Trade Assistance

Washington's per capita involvement in trade is the greatest of any state. Yet, many small and mid-size businesses lack the technical knowledge of import and export regulations, market standards, financing sources and other key elements of international trade. Outside the Greater Seattle area, many local business organizations and local governments lack the staff capacity and resources to serve as effective partners with trade operations based in the Seattle-Tacoma-Everett region.

There is a cadre of state personnel with expertise in these fields currently working with smaller businesses, and Washington has enjoyed success in trade performance by its companies and in trade missions by state officials. There is further potential to grow our export markets through enhanced awareness by smaller firms of technical support the state can provide, and enhanced capacity of local businesses and governments to help deliver trade-related services across the state. Ultimately, the goal is to integrate policy, operations, and technical delivery of assistance.

Goal 1: Increase the total volume of Washington's exports.

Strategies:

- Build internal research capacity to identify emerging markets and maintain timely strategic decision making information. Share this information with small-and medium-sized businesses.
Lead Agency: OTED

- Position Washington State businesses to take advantage of China's accession into the World Trade Organization (WTO).

Lead Agency: OTED

- Identify foreign market opportunities for the energy and environmental industries and develop information resources for our foreign offices and potential exporters of these products.

Lead Agency: OTED

Goal 2: Increase the export capacity and activity of small- and medium-sized businesses in non-metropolitan parts of the state.

Strategy:

- Contract with local business and professional organizations in targeted areas of the state to deliver appropriate trade and export assistance to meet the needs of rural businesses.

Lead Agency: OTED

Goal 3: Improve the cost-effectiveness of the State's trade promotion activities.

Strategy:

- Maintain a performance based management system to assess the impact of the state's trade activities and monitor progress toward clearly identified objectives and priorities.

Lead Agency: OTED

Goal 4: Assist Washington food and agriculture companies to market and sell their products domestically and internationally.

Strategies:

- Match potential buyers in foreign markets with potential sellers from Washington state.

Lead Agency: WSDA

- Increase awareness of Washington's food and agriculture products in the international market place.

Lead Agency: WSDA

- Help companies to reduce their costs of export marketing and selling.
Lead Agency: WSDA
- Reduce impediments and barriers to export sales.
Lead Agency: WSDA

Telecommunications

In the information age, telecommunications assume new importance as part of our essential infrastructure. High-capacity networks (“bandwidth”) are a requirement of participation in the New Economy. Their extension to rural and remote areas is essential if these regions are to share in future growth.

In Washington, telecom is recognized as a key component of the New Economy. State leadership can accelerate the pace at which all regions gain telecom capacity, and can also encourage business locations based on this ubiquitous capacity. The Bonneville Power Administration is working on a public-private partnership to meet its telecommunications needs, with plans to make its extra capacity available in rural areas.

Telecommunications investment is largely a private sector role but federal, state, local and tribal governments are becoming more active on investment issues. Traditionally, the state role has focused on regulation to minimize consumer costs. Today, deregulation promotes competition in revenue-rich urban corridors. But since private investment is heavily concentrated in these areas, some regulation may still be required to insure universal service and to encourage investment in other parts of the state.

It is in the very nature of telecom markets and technologies to be in continual evolution. Currently, the transition is from monopoly to competitive provision of telecom services. Government regulation must both promote competition and protect the public interest. Neutrality among competitors and among technologies should guide the development of the state’s telecom network.

Goal 1: Increase access by and the effective use of current telecommunications infrastructure and advances in telecommunications technology by Washington’s residents and businesses.

Strategies:

- Through appropriate regulation, protect consumers currently in areas without customer choice or the availability of the most advanced services from exposure to

unregulated telecommunications monopolies until competition and real markets are created.

Lead Agency: WUTC

- Pursue programs and policies to provide advanced services to areas that are currently under-served and to “create” local markets by pooling resources and generating a level of local demand that will attract private investment.

Lead Agencies: OTED, DIS

- Leverage current state investments in cable and fiber optic infrastructure, such as the K-20 and intergovernmental networks, to increase access to basic and advanced telecom services.

Lead Agency: DIS

- Through education and training, enable communities to effectively utilize advanced telecommunications services to retain and expand existing businesses and create new job opportunities.

Lead Agency: OTED

Energy

With the exception of electricity, state government’s direct role in most energy decisions is limited. Yet, energy will play a critical part in the state’s economic vitality efforts. An important feature of Washington’s economy since the 1930s has been electricity costs that are low compared to other states. In 1998, the average consumer charge per kilowatt-hour was one-third below the national average.

The backbone that supports these affordable rates is the hydropower network of the Bonneville Power Administration. Low-cost electricity is a state economic advantage we cannot take for granted. To maintain this advantage, Washington will have to represent its unique interests in regional and national forums on electricity restructuring and continue to work cooperatively with other Northwest states on these issues.

Energy elements that need to be part of a strategy for economic vitality include the efficient management of our assets, the siting and construction of new transmission and generation capacity, the implementation of cost-effective energy efficiency policies, and the assessment of new models for providing energy such as distributed electricity generation.

Energy production and consumption exact environmental costs. If these costs are internalized, they increase energy prices. If not, they impact the environment. A positive challenge is development of technologies that can provide abundant and reasonably priced energy while meeting environmental requirements. State government can play a key role in bringing together energy users, utilities and public interest groups to forge agreements on strategies and technologies.

Goal 1: Ensure abundant, reliable, and affordable electricity, natural gas, and liquid fuels for Washington's energy customers.

Strategies:

- Pursue policies that preserve the benefits of the Northwest's federally- and publicly-owned hydroelectric generation resources for Washington's customers, while protecting Washington's natural environment.
Lead Agencies: BPA, public utilities, WUTC, NWPPC, OTED
- Pursue policies that ensure sufficient natural gas and liquid fuel pipeline capacity is available to serve Washington's businesses and is built and operated in a manner that's safe, secure, and reliable.
Lead Agencies: EFSEC, WUTC, public utilities
- Develop both supply-side and demand-side resource management policies to mitigate volatility in both energy prices and supplies.
Lead Agencies: OTED, WUTC, BPA, NWPPC, public utilities
- Participate in regional efforts to enhance electric system reliability.
Lead Agencies: BPA, OTED, WUTC, public utilities
- Pursue energy facility siting policies that balance the demand for new energy facilities with environmental quality, safety, and concern for energy availability.
Lead Agency: EFSEC
- Ensure that electric industry restructuring activities undertaken in Washington state support reliability, affordability, and the environment.
Lead Agencies: WUTC, public utilities

Goal 2: Increase the availability of energy resources in Washington that are non-polluting and renewable to meet growth in Washington's energy needs.

Strategies:

- Remove barriers to the development and implementation of renewable energy generation and energy conservation practices.
Lead Agencies: BPA, OTED, public utilities, NWPPC, WUTC

- Support research , development, and commercialization of clean energy resources and cost-effective conservation measures.

Lead Agencies: BPA, OTED, NWPPC, public utilities

Housing

In the U.S., the bulk of housing is constructed by private developers. Yet, government's role is large. It encourages home ownership via the home mortgage interest deduction (the most valuable provision in the federal tax code), offers direct subsidies for low-income and special needs populations, and shapes housing development through growth management and zoning policies.

The lack of affordable housing worsens transportation gridlock, adversely impacts employee performance and, at its most severe, causes key workers and even companies not to locate in specific regions. Consistent public sector effort on behalf of housing affordability is increasingly recognized as an essential part of economic strategy.

Goal 1: Increase the number of households that spend less than thirty percent of their household income on housing and utilities.

Strategies:

- Explore whether increasing the number of tax credits to developers will create more affordable housing, and make tax system change recommendations to the Legislature that will result in more affordable housing

Lead Agencies: HFC, DOR, OCD

- Increase grants and loans available to create and preserve affordable housing for low-income households.

Lead Agency: HTF, OCD

- Provide incentives to firms locating in Washington to assist their employees in locating affordable housing near their jobs.

Lead Agency: OCD

- Attain job/housing balance by aggressively pursuing affordable housing target for each city identified in the Growth Management Act.

Lead Agencies: local governments, OCD, OTED

- Continue efforts to persuade Congress increase the size of the bond cap for private activity bonds being used by the House Finance Commission and local housing authorities for moderate income housing.

Lead Agency: OCD

MEASUREMENT AND IMPLEMENTATION



Currently, key personnel from each state agency under the Governor's authority are being trained in the use of a tool known as the "Balanced Scorecard." Elements of the process include setting strategic direction, identifying strategic themes, creating strategic linkages (objectives), analyzing the intent and impact of effort from various critical perspectives, creating performance measures tied to each strategic linkage, and applying all of the above steps in the development of future initiatives.

An approach closely aligned with the balanced scorecard approach will be used to measure progress toward meeting the goals of the strategic plan for economic vitality. Each goal in the strategic plan has been paired with one or more performance measure, as shown in Appendix A. The Joint

Economic Vitality Cabinet, discussed below, will be the vehicle for the ongoing assessment of those performance measures and thus the successful implementation of the strategic plan. The goal and unifying theme of this approach can be stated simply: it will create knowledge-based government. Placing public sector decision-making on a footing similar to the private sector should in itself enhance the quality of dialogue and cooperative effort between the sectors on behalf of economic vitality. An additional step to assure this outcome is verifying that specific benchmarks are seen by the private sector as appropriate and realistic.

Joint Economic Vitality Cabinet

To support an effective and coordinated state effort, the Governor has brought together all relevant state agencies in a joint cabinet on economic vitality. The Cabinet will ensure that economic vitality objectives are considered by these agencies as they make policy decisions. The Cabinet will also be a vehicle for monitoring the strategy's performance measures.

Today's economic environment is rigorous and demanding, requiring a "seamless" delivery of services that combines resources and guides them into priority areas at the state and local level. The economic vitality cabinet will move state agencies toward this coordinated effort.

Next Steps

With the completion of the strategic plan, the next critical step is ensuring the plan's implementation. Each of the goals identified in the strategic plan was created to be measurable. The plan does not, however, specifically identify a baseline for the goals, nor does it make determinations of target levels for the goals or specify any timeframe to meet the targets. Arriving at the goals' baselines, targets, and appropriate timeframes for achieving the targets constitutes the critical next step in implementing this plan. Undoubtedly, such an effort will once again require the combined effort of both Joint Economic Vitality Cabinet members and stakeholders.

Finally, reaching our goals to ensure Washington's quality of life, communities, natural environment, and standard of living are among the best in the world requires a partnership between the public sector, the private sector and Washington's citizens. This strategic plan is the framework by which the public sector can move forward to ensure the success of that partnership.

APPENDICES

APPENDIX A: ECONOMIC VITALITY PERFORMANCE MEASURES

Section	Goal	Accountability Measures
Education & Training	<i>Goal 1: Maintain support for education reform.</i>	<p>Percentage of students who meet Washington Assessment of Standard Learning (WASL) standards (OSPI)</p> <p>High School Completion Rate: The percentage of the entering ninth grade class of common school students who graduate from high school (WTECB)</p>
	<i>Goal 2: Close the gap between the current and future needs of Washington employers for skilled workers and the supply of Washington residents prepared to meet that need.</i>	Skills Gap Ratio: supply of technical workers (number of students in technical colleges, private career schools, and apprentices prepared for work) / demand for workers with vocational skills (WTECB)
	<i>Goal 3: Create high-quality jobs for Washington's residents that provide for wage progression and opportunities for advancement.</i>	<p>Annual rate of employment growth, relative to U.S. (ESD)</p> <p>Percent growth in annual average wage: with and without software (ESD)</p> <p>Percent of employment in high-growth, high-wage industries (ESD)</p> <p>Percent growth in wages in the bottom 20% of wage earners (ESD)</p> <p>Percent of participants in workforce development programs whose earnings can support their family above the poverty level (WTECB)</p> <p>Rate of new business formation (ESD)</p>

Appendix A: Continued

Section	Goal	Accountability Measures
Research & Development	<i>Goal 1: Improve Washington's national rankings in research and development expenditures per capita.</i>	Total state research and development expenditures per capita (NSF, Division of Science Resource Studies and ESD)
	<i>Goal 2: Increase the use of new technologies among Washington's companies.</i>	Number of technology patents granted to Washington's companies, universities, and laboratories (U.S. Patent and Trademark Office)
Physical Infrastructure	<i>Goal 1: Reduce the travel time through the state's most congested transportation corridors.</i>	Congestion Index: Improvements in travel times, average speeds, person delay, and vehicle miles traveled on transportation facilities resulting from improvement actions (DOT)
	<i>Goal 2: Reduce the gap between the total documented need for domestic, or drinking water, storm water, and sanitary sewer facilities and the funding capacity available to meet those needs.</i>	Infrastructure funding gap: ratio of funding needs for utilities to total state infrastructure funding (PWB)
Quality of Life	<i>Goal 1: Integrate environmental sustainability principles into economic development strategies.</i>	Percentage of time that Washington's air is healthy to breathe (DOE)
		Percentage of water systems complying with safe and reliable system standards (DOH)
		Toxins released per square mile (Washington State Economic Climate Study, Office of the Forecast Council)
		Water availability: volume of water secured through conservation and reuse to meet additional needs (DOE)

Appendix A: Continued

Section	Goal	Accountability Measures
Quality of Life (Cont'd)	<i>Goal 2: Ensure that state-funded infrastructure priorities reinforce state and local land use policies.</i>	Growth Management Act-consistent funding / total state infrastructure funding (OCD)
Public Health & Safety	<i>Goal 1: Expand access to high-quality health care to all parts of urban communities and rural areas. Remedy service shortfalls in specific situations such as migrant farm workers where available care lags seriously behind basic requirements of public health.</i>	Access to health care: percentage of Washington residents with health care coverage (U.S. Census Bureau, Current Population Survey)
	<i>Goal 2: Increase the safety and security of Washington's residents.</i>	Violent crime rate (reported) compared to U.S. average (Washington State Economic Climate Study, Office of the Forecast Council)
Business Climate	<i>Goal 1: Improve state and local tax collection efficiency for government and business and streamline the regulatory environment while maintaining or improving other business climate factors.</i>	Cost per \$100 state and local tax collections (DOR)
	<i>Goal 2: Increase the number of on-line Government-to-Business (G2B) transactions.</i>	Number of G2B applications online (DIS)
	<i>Goal 3: Reduce the time and cost associated with land use and environmental permitting for companies seeking to locate or expand in Washington and for the potential host communities.</i>	Average time from permit application to permit issue for business development-related or expansion-related projects at the state level (OCD)

Appendix A: Continued

Section	Goal	Accountability Measures
Workforce Development	<i>Goal 1: Increase the ability of workers to make smooth transitions to new positions within the same institution and to new jobs so that they, and their employers, may fully benefit from the changing economy.</i>	Ratio of dislocated workers' earnings compared to their earnings prior to dislocation (WTECB) The length of time between worker dislocation and reemployment in a suitable job (WTECB)
	<i>Goal 2: Increase the number of residents aware of the full range of available job opportunities.</i>	Percent of the civilian labor force who utilize the Public Labor Exchange (ESD)
	<i>Goal 3: Increase the availability of one-stop service to workforce development customers.</i>	Percentage of total employers using WorkSource (WTECB) Percentage of total workers using WorkSource (WTECB)
Balanced Statewide Prosperity	<i>Goal 1: Provide greater economic opportunities for rural residents and residents of distressed urban areas.</i>	Rural/urban disparity: rural per capita personal income as a percent of urban per capita personal income (Northwest Income Indicators Project)
		Number of new jobs created in rural communities (ESD)
		Rural employment diversity index (top three industries percent of total employment) (ESD)
International Trade Assistance	<i>Goal 1: Increase the total volume of Washington exports.</i>	Annual growth rate exports by sector (OTED)
	<i>Goal 2: Increase the export capacity and activity of small and medium sized businesses in non-metropolitan parts of the state.</i>	Number of rural businesses that enter new export markets as a result of assistance by OTED (OTED)

Appendix A: Continued

Section	Goal	Accountability Measures
International Trade Assistance (Cont'd)	<i>Goal 3: Improve the cost-effectiveness of the State's trade promotion activities.</i>	Volume of exports / spending on export promotion (OTED)
	<i>Goal 4: Assist Washington's food and agriculture companies to market and sell their products domestically and internationally.</i>	Value of sales reported by companies as a result of assistance by WSDA (WSDA)
Telecommunications	<i>Goal 1: Increase access by and the effective use of current telecommunications infrastructure and advances in telecommunications technology by Washington residents and businesses.</i>	Telecom infrastructure: percentage of state's zip codes where high-speed service is available from at least one provider (FCC)
Energy	<i>Goal 1: Ensure abundant, reliable, and affordable electricity, natural gas, and liquid fuels for Washington's energy customers.</i>	Energy prices (Business Climate Study, Forecast Council)
	<i>Goal 2: Increase the availability of energy resources in Washington that are non-polluting and renewable to meet growth in Washington's energy needs.</i>	Percentage of Washington's electricity consumption from renewable resources (OTED)
Housing	<i>Goal 1: Increase the number of households that spend less than thirty percent of their household income on housing and utilities.</i>	Housing affordability index: the ability of a middle-income family to carry the mortgage payments on a median-priced home (WSU)

APPENDIX B: LIST OF ACRONYMS

BPA	Bonneville Power Administration
DIS	Department of Information Services
DOE	Department of Ecology
DOH	Department of Health
DOR	Department of Revenue
DOT	Department of Transportation
EDC	Economic Development Council
EFSEC	Energy Facility Site Evaluation Council
ESD	Employment Security Department
FMSIB	Freight Mobility Strategic Investment Board
HFC	Housing Finance Commission
HECB	Higher Education Coordinating Board
HTF	Housing Trust Fund
ISB	Information Services Board
NWPPC	Northwest Power Planning Council
OCD	Office of Community Development
OTED	Office of Trade and Economic Development
OSPI	Office of the Superintendent of Public Instruction
PWB	Public Works Board

Appendix B: Continued

SBCTC	State Board of Community and Technical Colleges
SIRTI	Spokane Intercollegiate Research and Technology Institute
TIB	Transportation Improvement Board
UW	University of Washington
WTECB	Workforce Training and Education Coordinating Board
WDC	Workforce Development Council
WMS	Washington Manufacturing Services
WSP	Washington State Patrol
WSATC	Washington State Association of Technical Colleges
WSDA	Washington State Department of Agriculture
WSU	Washington State University
WTC	Washington Technology Center
WUTC	Washington Utilities and Transportation Commission

